

PRINCIPLES GOVERNING THE ORGANIZATION AND CONDUCT OF NATIONAL INTELLIGENCE

18 February 1947

During the war and since there has been considerable public discussion about the vital need for an efficient and effective American intelligence system which, both in peace and in war, would keep our government informed of the aims, capabilities, intentions, policies and actions of other nations. Certain progress has already been made in the development of such a system. Further progress shall be made only as we develop that system along sound lines based on wartime and postwar experience. As Congress is currently considering placing the present Central Intelligence Group on a statutory basis, it would appear profitable at this time to review some of the more important principles which should govern the organization and conduct of national intelligence.

Obviously the backbone of our intelligence system should continue to be the intelligence agencies already existing in the various government departments, particularly the State, War and Navy Departments. Over a period of years these departments have developed staffs and facilities to collect and evaluate the intelligence required for the making of each department's policies and decisions. It is estimated that well over 90% of the foreign intelligence related to the national security is currently being collected and evaluated by one or another government department.

So the problem of assuring the development of an effective national intelligence system becomes one primarily of coordinating the activities of the departmental intelligence agencies to insure that each collects, evaluates, and disseminates that share of national intelligence which is the responsibility of that department. To perform this coordinating function, as well as to perform certain services of common concern which are more efficiently accomplished centrally, a central intelligence agency is required. The central intelligence agency should be organized and function as follows:

1. The central intelligence agency should be independent of any department of the government and should be directly under the President, possibly established as a portion of his Executive Office, but serving such other agencies as he may direct.

2. The central intelligence agency should be authorized by act of Congress, in order to give it a firmer base. The statutory legislation should indicate its functional responsibilities and those of the other national intelligence agencies.

3. The director of the central intelligence agency should be a civilian, appointed by the President for a five-year term, confirmed by the Senate, and responsible only to the President. He should be advised on policy matters by a board consisting of the heads of the State, War, and Navy Department intelligence agencies, and of other departmental intelligence agencies as needed. Similar interdepartmental groups of specialists from these agencies should be established as needed at working levels within the framework of the central intelligence agency to determine plans, programs and procedures on each phase of national intelligence activity and to collaborate on specific intelligence problems.

4. The central intelligence agency should have its own budget, included as a part of the Executive Office budget, and classified confidential or higher. The director of the central intelligence agency should have complete control over its personnel, who should be a select group of professionally trained specialists. None of its personnel should have Civil Service standing. Salaries should be based on the same scale as those of private industry for similar types of work.

5. The functions of the central intelligence agency should be:

a. To coordinate the activities of the existing governmental intelligence agencies to insure that there is maximum effective coverage of all pertinent subjects concerning foreign countries. For this purpose,

(1) The central intelligence agency shall work out with the intelligence agencies concerned the proper responsibilities of each in the fields of collection and research in order to insure the maximum concentration of effort by each agency on subjects of primary concern to its department, to reduce to a minimum the duplication of effort between agencies, and to prevent any omission in coverage of essential subjects.

(2) The central intelligence agency shall establish procedures to insure the free flow of intelligence from each agency to all other interested agencies.

b. To perform such services of common concern to other intelligence agencies as can best be performed centrally or which are not a proper activity of any one agency, including the operation of an organization to collect such information anywhere abroad as can only be collected by secret means, and to conduct counter-intelligence activities outside the United States and the theaters of operations.

c. To prepare such estimates as are required as a basis for national policy decisions of a politico-military nature and transcending the exclusive competence of any particular department.

(1) In the preparation of these strategic estimates the central intelligence agency shall make full use of estimates prepared by the interested departmental intelligence agencies.

(2) In the presentation of these strategic estimates the central intelligence agency shall indicate any differences in evaluation therein from the estimates prepared by the contributing intelligence agencies.

(3) Since these are based on full use of departmental research personnel, the central intelligence agency need have only a small but highly qualified research staff of its own.

6. The central intelligence agency should be charged with making recommendations through the President to the appropriate agencies on necessary national internal security measures.

7. The central intelligence agency should have no police functions and no domestic counter-intelligence functions.

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ACTION

RECOMMENDATION

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RETURN

PREPARATION
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COMMENT.

FILE

NOTE

MAIL

FEB 20 1947
ORE-2

Remarks: Here is some more literature in amplification of that I have given you. It comes to me anonymously; I do not recognize the hand in which it is addressed to me and do not know who "Lt. Col." is. The Donovan influence is as apparent in this as in the other paper. For the rest, the language is that common in the literature of the subject.

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NOV. 1946

Lt. Col

25X1A

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